UNITED STATES OF AMERICA BEFORE THE NATIONAL LABOR RELATIONS BOARD REGION 2

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McDONALD'S FRANCHISEE, AND McDONALD'S USA, LLC, JOINT EMPLOYERS

and

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LOFTON & LOFTON MANAGEMENT V, INC., A McDONALD'S FRANCHISEE, AND McDONALD'S USA,

McDONALD'S RESTAURANTS OF ILLINOIS, INC.

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13-CA-118691 13-CA-121759

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Case 13-CA-118690

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LOS ANGELES ORGANIZING COMMITTEE

MOTION TO SEVER

Sanders-Clark & Co., Inc. ("Sanders-Clark"), files this Motion to Sever pursuant to the National Labor Relations Board (hereinafter "Board") Rules and Regulations, Section 102.33(d) and respectfully requests the Administrative Law Judge ("ALJ") to order severance of these proceedings such that the cases against Sanders-Clark are consolidated with each other but are severed from those cases involving separate independent Franchisees, who are not even alleged to have any joint employment relationship with Sanders-Clark.

BACKGROUND

Sanders-Clark & Co., Inc. is a Franchisee that independently operates a franchise of McDonald's USA, LLC ("McDonald's") at 2838 Crenshaw Blvd., Los Angeles, California 90016. Sanders-Clark is the only employer of the employees working at the restaurant, and handles store operations independently.

Sanders-Clark is a small family business. The 2828 Crenshaw Blvd. McDonald's restaurant was opened by owner-operators Henry and Joan Clark in 1969. Henry and Joan Clark were among the very first African-American McDonald's owner-operators. A fact that their son, Brian Clark, who is now is charge of restaurant operations, is very proud of. Today, Brian Clark and his mother Joan Clark still run the day-to-day operations of the restaurant. For the past 45 years, the Clark family has made all employment decisions concerning the restaurant including employee hiring and termination, employee discipline, and determination of employee schedules.

The Los Angeles Organizing Committee ("Charging Party") has filed numerous charges against Sander-Clark alleging violations of Sections 8(a)(1) and 8(a)(3) of the National Labor Relations Act ("the Act"). To date, the Board has issued complaint on three of the filed charges, Case Nos. 31-CA-128483, 31-CA-129027, and 31-CA-133117. Case Nos. 31-CA-128483, 31-CA-129027, and 31-CA-133117 all allege violations of Section 8(a)(1) of the National Labor Relations Act.

On December 19, 2014, the Regional Director for Region 31 issued Consolidated Complaints on Case Nos. 31-CA-128483, 31-CA-129027, and 31-CA-133117, consolidating the above-referenced charges with eight other charges, against separate and distinct McDonald's Franchisees, that were also filed in Region 31. On January 5, 2015, the General Counsel ("GC") transferred the cases from Regions 4, 13, 20, 25, and 31 to the Regional Director for Region 2. On January 6, 2015, the Regional Director for Region 2 consolidated the transferred cases from Regions 4, 13, 20, 25, and 31 with the already-consolidated cases from Region 2 for hearing, currently scheduled for March 30, 2015.

In Case No. 31-CA-128483, the Charging Party alleges that on or about May 15, 2014, Owner Brian Clark impliedly threatened employee Moses Brooks with unspecified discipline in

¹ To date, the following charges have been filed against Sanders-Clark: Case No. 31-CA-129024, 31-CA-134480, 31-CA-128490, 31-CA-137150, 31-CA-129984, 31-CA-130239, 31-CA-144301, 31-CA-134478, 31-CA-31-CA-132915, 31-CA-138639, 31-CA-135729, 31-CA-134479, 31-CA-133117, 31-CA-130115, 31-CA-134514, 31-CA-134473, 31-CA-129026, 31-CA-131572, 31-CA-129027, 31-CA-131697, 31-CA-137102, 31-CA-134474, 31-CA-132913, 31-CA-128483. Of these cases, all remain open with the exception of Case Nos.: 31-CA-128490, 31-CA-129984, 31-CA-138639, 31-CA-130115, 31-CA-129026, and 31-CA-131572.

retaliation for his participation in union and/or concerted activities. In Case No. 31-CA-129027, the Charging Party alleges that on or about May 17, 2014, Manager Filiberto Hernandez told employees they were not allowed to talk about the Union on company property. In Case No. 31-CA-133117, the Charging Party alleges that on or about May 28, 2014, 2nd Assistant Manager Shayanne Woods, interrogated an unnamed employee about the employee's union affiliation and threatened the same employee with unspecified reprisals because of the employee's union affiliation. Sanders-Clark denies that these charges have any merit and looks forward to the opportunity to defend against these allegations.

However, Sanders-Clark ability to present its case and resolve these claims has been severely prejudiced by the General Counsel's decision to consolidate 61 unfair labor practice charges, across 5 states, involving 21 different independent operators, operating 30 different restaurants.² Rather than simply being able to evaluate the merits of Case Nos. 31-CA-128483, 31-CA-129027, 31-CA-133117 and develop a strategy for resolution, Sanders-Clark has been dragged into this unmanageable morass involving parties, practices, and factual allegations that are wholly unrelated to the claims against Sanders-Clark, or even as to the alleged joint employment relationship between Sanders-Clark and McDonald's. The only thing that these cases have in common is the "McDonald's" brand name which, in and of itself, does not serve as a basis for consolidation. The General Counsel's decision to consolidate these cases is an extraordinary abuse of discretion given the particularized nature of each case and the high propensity for prejudice to each party's ability to effectively present evidence free of conflation with separate cases and legal issues. The ALJ should sever the consolidated charges such that all charges against Sanders-Clark are consolidated with each other but not consolidated with charges involving separate and distinct Franchisees. There simply is no factual connection between the complaints themselves to justify consolidation and as a result, this unprecedented action undermines the purpose of the Act.

² On January 5, 2015, the General Counsel transferred cases from Regions 4, 13, 20, 25, and 31 to the Regional Director for Region 2. On January 6, 2015, the Regional Director consolidated the transferred cases for hearing with the consolidated cases in Region 2.

I. The Consolidation Violates Board Rule 101.10 On The Location Of Hearings

The General Counsel's consolidation violates Board Rule 101.10 which provides that "[e]xcept in extraordinary situations the hearing is ...usually conducted in the Region where the charge originated." The General Counsel offers no basis for violating this rule. There are no extraordinary circumstances present to justify hearing cases from six different Regions at various locations around the country.

The General Counsel has proposed hearing Regions 2 and 4 in New York, Regions 13 and 25 in Chicago, and then travelling to Los Angeles for Regions 20 and 31. Despite this phased process, the record will remain open for the duration of the entire trial, thus forcing all parties to participate in this traveling hearing process. This is an incredible expense for the parties involved and is not justified by any prevailing extraordinary situation or interest. Indeed, each Franchisee is facing a series of fairly simple, but factually specific claims which will require individual adjudication. The joint employer issue will require an examination of McDonald's relationship with each Franchisee specific to the claims against it. The consolidation will not provide greater efficiency in hearing these matters, but on the contrary, it will dramatically increase the time and expense of resolution of each of these claims. As such commensurate with Board Rule 101.10, the ALJ should order the severance of this case as to each independent Franchisee and the cases should be heard in their respective Regions.

II. Consolidation Of These Factually Distinct Cases Is An Abuse Of Discretion By The General Counsel

Board Rule § 102.33(a) gives the General Counsel discretion to consolidate cases where "necessary in order to effectuate the purpose of the Act or to avoid unnecessary costs or delay." This discretion, however, is not unbounded and is subject to review for an abuse of discretion. See Service Employees Union, Local 87 (Cresleigh Management, Inc.), 324 NLRB 774, 774

(1997). Further, Board Rule § 102.35(a)(8) gives the ALJ the authority to "upon motion order proceedings consolidated or severed." The ALJ should exercise her authority to sever the consolidated cases such that all cases against each independent Franchisee are consolidated with each other but are severed from those cases involving separate Franchisees.

The Board has repeatedly held that consolidation is inappropriate where, as here, the cases involve different units of employees and different factual backgrounds. See e.g., Accent Maintenance Corporation, 303 NLRB 294, 299-300 (1991) (denying a motion to consolidate cases where "the events of the Complaint are also distinct and involve separate issues of law and fact."); Venture Packaging, Inc., 290 NLRB 1237, 1237 n.1 (1988) (denying a motion to consolidate cases where the charging parties and the issues in the cases differed); c.f. Beverly California Corporation, 326 NLRB 232, 236 (1998) (involving the "unprecedented" consolidation of 17 cases but where each charge was against one corporation and its whollyowned subsidiaries). In United States Postal Service, 263 NLRB 357, 367 (1982), the Board upheld the ALJ's denial of a motion to consolidate two cases dealing with different post office branches. The ALJ explained that there was no indication that the charging party in one case had any contact with the respondent or the officials involved in the other case. *Id.*; see also, The Dow Chemical Company, 250 NLRB 748, 748 n.1 (1980) ("The motion to consolidate is hereby denied inasmuch as the cases involve different units of employees and raise issues which, in view of the varying allegations of the complaint and different factual backgrounds, are best considered separately."); King Broadcasting Company, 324 NLRB 332, 339 n.12 (1997) (denying a motion for consolidation where the case dealt with "development of subtle and extensive labor-management dynamics").

Similarly here, the parties involved, the claims, and the disputed practices, all vary amongst Franchisees. The three claims against Sanders-Clark concern alleged comments made by three individuals: owner-operator Brian Clark, Manager Filiberto Hernandez, and 2nd Assistant Manager Shayanne Woods. Testimony will be required from Brian Clark, Filiberto Hernandez, Shayanne Woods, Moses Brooks, the alleged and unnamed employees whom Hernandez made comments to, and the alleged and unnamed employee whom Shayanne Woods made alleged comments to. The employees and supervisors in question do not work for any of the other Franchisees in this consolidated complaint. The events in question are only alleged to have occurred at the restaurant located at 2838 Crenshaw Blvd., Los Angeles, California 90016. The resolution of the above-referenced claims against Sanders-Clark will require testimony and documents specific to Sanders-Clark.

Indeed, each Franchisee in this consolidated complaint is addressing idiosyncratic claims. Even where the joint employer issue is concerned, determining liability for McDonald's will require individual examination of the company's relationships, involvement, and level of knowledge relevant to the claims against each Franchisee. It is difficult to imagine a more disparate set of cases and as such, the ALJ should sever cases brought against separate and distinct Franchisees.

III. Consolidation Prejudices Each Party's Ability To Mount A Defense In This Action

Consolidation of these cases violates due process in that it severely prejudices Sanders-Clark's ability to defend against the claims asserted. Courts considering the propriety of consolidation look at whether it "den[ies] a party his due process right to prosecute his own separate and distinct claims or defenses without having them so merged in the claims or defenses of others that irreparable injury will result." *Garber v. Randell*, 477 F.2d 711, 716-717 (2d Cir. 1973); *see also In re Repetitive Stress Injury Litig.*, 11 F.3d 368, 373 (2d Cir. 1993) ("Although

consolidation may enhance judicial efficiency, 'considerations of convenience and economy must yield to a paramount concern for a fair and impartial trial."). In *Malcolm v. Nat'l Gypsum Co.*, the court reversed the district court's consolidation of asbestos litigation noting the "dizzying amount of evidence" regarding each victim's work history, disease pathology, level of exposure, and location of exposure. *See Malcolm*, 995 F.2d 346, 349 (2d Cir. 1993); *see also Garber*, 477 F.2d at 716-717 (finding that consolidating the complaints of various plaintiff stockholders against numerous defendants presented issues of "serious prejudice" explaining that "to be joined with numerous unrelated claims by other purchasers against some 50-odd other defendants in one 'mixed bag' type of consolidated complaint would be fundamentally unfair...").

Here, the disparate issues involved and the sheer number of parties including 21 independent Franchisees, McDonald's, numerous Charging Parties, and countless witnesses create a due process concern. The presentation of evidence involving 61 unfair labor practice charges and the case-by-case adjudication of McDonald's as a joint employer, threatens to overwhelm the evidence Sanders-Clark will present in its own defense. While Sanders-Clark's evidence will be specific to Sanders-Clark, its owner, managers, employees, policies, and incidents that occurred at its restaurant, there is a great potential for confusion and conflation of the factual distinctions with other Franchisees. *See e.g., Arnold v. Eastern Air Lines*, 712 F.2d 899, 906 (4th Cir. 1983) (reversing a decision to consolidate cases and holding that "considerations of convenience may not prevail where the inevitable consequence to another party is harmful and serious prejudice."); *see also, Schneck v. IBM*, Case No. 92-4370 (GEB), 1996 U.S. Dist. LEXIS 10126, at *18 (D.N.J. June 24, 1996) (denying a motion to consolidate explaining that "[t]he critical facts and factual issues are unique to each case, and a consolidation

of these individual factual issues would result in inevitable jury confusion and a trial setting highly prejudicial to IBM."). While Sanders-Clark believes the ALJ will work to remain objective throughout the proceedings, it cannot be denied that managing a trial of this magnitude, across the country for what will likely be years, and then issuing rulings in 61 different charges, will be an incredibly challenging task. And where consolidation is not justified by the benefits of added efficiencies, it becomes an entirely unnecessary exercise.

Further, Sanders-Clark will be delayed in the resolution of its case by being forced to participate in wholly irrelevant proceedings. "Consolidation that would unnecessarily delay [another] case is inappropriate." Wai Feng Trading Co. v. Quick Fitting, Inc., Case No. 13-033S/13-056S, 2014 U.S. Dist. LEXIS 117251, at *13 (D.R.I. May 30, 2014); see also Accent Maintenance Corporation, 303 NLRB at 300 (denying a motion to consolidate explaining that where a case was ripe for decision the parties "are entitled to have their respective rights and obligations determined with reasonable dispatch."). All three claims against Sanders-Clark are minor, concerning four discrete statements allegedly made by three individuals. Rather than simply presenting its defenses and receiving a timely determination on those issues, resolution for Sanders-Clark will be delayed for years while the cases against McDonald's, McDonald's Restaurants of Illinois, Inc. and each independent Franchisee are litigated around the country. The General Counsel proposes that the same ALJ travel to New York, Chicago, and Los Angeles to preside over these proceedings. All the while, Sanders-Clark will be denied resolution on claims large and small, until this process concludes.

Sanders-Clark is also prejudiced by the additional time and cost that attending these protracted proceedings will require. The General Counsel's proposed regional phases of adjudication will still result in an enormous expenditure for Sanders-Clark. The New York

hearings alone will involve all of the consolidated cases in Region 2 and 4 which include 20 charges, 11 independent Franchisees, and adjudication of McDonald's as a joint employer with each. Sanders-Clark must have a presence throughout the proceedings in order to present its defense, point out any relevant distinctions in the operation of its restaurant and its relationship with McDonald's, and participate in motion practice that may have a bearing on its case. The cost of this process compared to the small proportion of claims at issue specifically relating to Sanders-Clark, creates a substantial fairness issue.

The General Counsel's consolidation has also completely stymied settlement discussions. Sanders-Clark is being forced to litigate a case involving a run-of-the-mill 8(a)(1) violation because the General Counsel is insistent on trying all joint employer cases together and will not permit Sanders-Clark to settle the case absent an admission by Sanders-Clark that it is a joint employer with McDonald's, which it is not. McDonald's has no authority to remedy the unfair labor practices at issue even if Sanders-Clark is found liable and the allegations don't involve any McDonald's employees or facilities that McDonald's operates. The joint employer issue is of such importance to Sanders-Clark and the viability of the franchise business model generally, that a required concession on this point effectively takes settlement off the table. Moreover, not only is Sanders-Clark being forced to litigate a case it would likely settle with a notice posting with little cost or delay to all parties in the absence of the General Counsel's joint-employer admission requirement, but Sanders-Clark is now being forced into a massive, complex trial involving dozens of unrelated corporate entities that will take years to resolve, the likes of which are unprecedented in any forum.

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IV. Continued Consolidation Will Result In An Unmanageable Hearing Process Rife With Numerous Delays

The General Counsel's decision to consolidate should be guided by concerns for "effectuat[ing] the purposes of the Act or avoid[ing] unnecessary costs or delay." Board Rule § 102.33(a). Here, there are no common issues of fact that would achieve the efficiencies of consolidation. Severance of the cases against each distinct Franchisee to allow them to proceed separately will increase efficiency and avoid additional costs to the parties of participating in the litigation of wholly irrelevant issues. This type of consolidation, particularly where the cases do not involve a common set of facts or parties, will be completely unmanageable. At every stage of the hearing process, the consolidated cases will be susceptible to delay.

The numerous parties involved will include counsel for each Franchisee, counsel for McDonald's, counsel for the General Counsel, and counsel for each of the Charging Parties. As stated previously, each of these parties will need to be present and participate at each stage of the consolidated proceedings in order to properly track the progress of the case and protect their interests throughout the hearing. Trial preparation will involve the exchange of likely millions of documents between the parties. The inevitable disputes over discovery will, no doubt, result in numerous delays to the overall proceedings.

Witnesses will need to be prepped to endure direct examination but also multiple rounds of cross examination as each involved party will be entitled to question each witness. Further, given the numerous parties involved, any motion practice during the proceedings will also result in delays as the ALJ will be reviewing motions from each party involved, in making her rulings.

³ CNN America, Inc., Case Nos. 05-CA-31828 and 05-CA-33125, primarily involved whether CNN and its former subcontractor were joint employers under the Act. While this case concerned only two corporate entities and two unfair labor practice charges, it took 82 days to try and involved "16,000 pages of transcript and over 1300 exhibits." CNN America, Inc., Case Nos. 05-CA-31828 and 05-CA-33125, 2008 WL 6524258, at *1 (N.L.R.B. Div. of Judges Nov. 19, 2008). This case was pending before the Board for over five years before the Board finally issued a decision on September 15, 2014. See 361 NLRB No. 47. By comparison, given the size of this case as currently consolidated, it is likely to take much longer than CNN America, Inc. to conclude.

Finally, the post-hearing brief submissions of each party will delay final resolution of the various

cases. Given the involvement of counsel for each Franchisee, counsel for McDonald's, counsel

for the General Counsel, and counsel for each of the Charging Parties, there is the potential for

more than 20 post-hearing briefs at the end of the proceedings. Severance of the cases such that

all charges against a single Franchisee are consolidated with each other but not consolidated with

charges involving separate and distinct Franchisees will decrease each of these inefficiencies and

minimize the potential for delay to all of the parties.

CONCLUSION

For the foregoing reasons, Sanders-Clark respectfully requests the ALJ to order the

severance of cases against each distinct Franchisee.

Dated: January 27, 2015

Respectfully submitted,

/s/ Vi Applen

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CERTIFICATE OF SERVICE

The undersigned, an attorney admitted to practice before the Courts of the State of California, affirms under penalty of perjury that on January 26, 2015, she caused true and correct copies of Sanders-Clark & Co., Inc.'s Motion to Sever to be served by e-mail and first-class mail to the following parties:

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